

*Intergovernmental
Coordination Element*

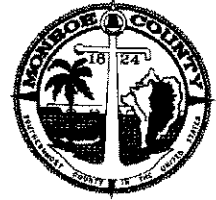


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14.0 Intergovernmental Coordination

14.1 Introduction

By improving intergovernmental coordination within unincorporated Monroe County, the public sector has an opportunity to better serve its constituents.

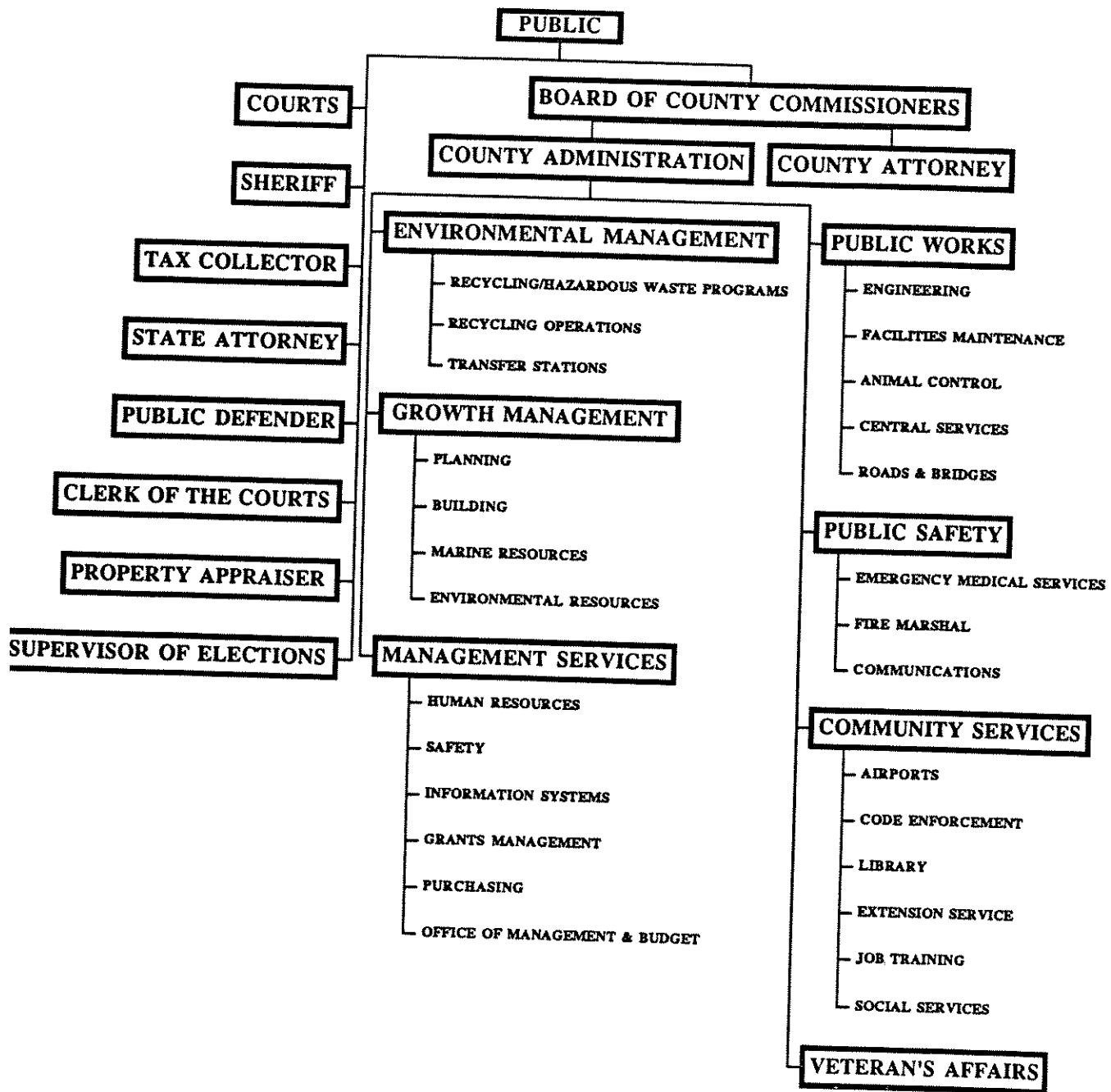
14.1.1 Background Data

The geographic distribution of unincorporated Monroe County's 1992 estimated functional population of 96,954 is unique, and this situation requires a discussion of intergovernmental coordination which is not typical of Florida counties. Though Mainland Monroe County contains approximately 90 percent of the County's land mass, water bodies and federally owned land form virtually the entire boundary with adjacent counties. The only significant municipality, Key West, is distanced from adjacent counties by a 100-mile long archipelago. Despite this geographical pattern and as a result of it, Monroe County maintains an economy based on tourism where only approximately 5 percent of the developable land is tax assessable.

Within Monroe County government, inter-departmental coordination is largely affected by geographic separation, which results in inefficient communication between departments. This situation may be improved by construction of planned new governmental facilities in a centralized location in Marathon; however, intra-County governmental coordination issues not affected by geographic location will also be addressed in this element. Figure 14.1, The Monroe County Government Organization Chart, denotes the political and administrative structure of Monroe County government.

Federal and State government involvement within the borders of Monroe County is extensive due to land holdings and, among other legislation, the County's designation as an area of critical state concern (380.0552, F.S.). The recent designation of the entire Florida Keys as a National Marine Sanctuary will also have profound effects on the lives of County residents; this provides an opportunity for coordinated efforts in research, regulation and enforcement on a variety of issues.

Figure 14.1
Monroe County Government Organizational Chart



Viewed from the local government perspective, these extensive relationships need improvement. The local perspective is partly based on a historical and geographical detachment from the "mainland," and partly a natural response from a local government facing a reduction in its influence on activities within its borders. Fortunately, the State and Federal Government also see room for improvement in coordination between the different levels of the public sector. The goals, objectives, and policies contained within this element have been identified as the growth management strategies necessary for improving and integrating coordination within and amongst governmental entities.

14.1.2 Element Content

This element provides a review of mechanisms currently used by Monroe County to achieve the current level of coordination and involvement.

This review entails an inventory of the local, regional, State, and Federal entities with which the county coordinates, along with a short description of their role and level of coordination. The description of each entity's coordination effectiveness (good, adequate, or poor, for example) should be understood in the context of the role each entity has within the County.

If coordination levels are of special concern for particular entities or groups of entities, further analysis is available in the next section, "Needs and Opportunities of Intergovernmental Coordination." Included here is a more detailed examination of issues, as well as opportunities for improvement to existing coordination and means of resolving certain items. The issues and means for resolving them are identified in this element and in other elements of the County's Plan.

The Selected List of Interlocal Agreements is attached as an appendix.

Within the Policy Document of this plan, the goals, objectives, and policies needed to ensure efficient and effective coordination with all pertinent entities within the county, as well as specific plans to include citizen participation in the process. References to goals, objectives and policies within other elements of the comprehensive plan further identify coordination-related growth management strategies necessary for implementation. Evaluation and monitoring (or implementation) matrices are also part of the Policy Document.

It is important to note that governmental efficiency and coordination are difficult to measure accurately. One method is to count the number of interlocal agreements or memoranda of understanding. While signing an interlocal agreement may be legally binding and economically beneficial for the parties involved, it needs to be measurable and specific to be effective, and may not be appropriate if the problem involves a simple lack of communication or a temporary duplication of services.

Often poor coordination exists because of overworked staff, overlooked information sharing, or personality conflicts. Ideally, competent staff who are aware of immediate tasks and mutual concerns, and how their assignments relate to the goals and policies adopted in the legislative process, may be the most effective method of ensuring good intergovernmental coordination. Hopefully, this element and the rest of the comprehensive plan can be used to increase that level of awareness.

14.2 Inventory of Government Related Entities and Analysis of Existing Coordination Mechanisms

14.2.1 Local Governments, Agencies and Districts

A. Monroe County Mosquito Control Authority

The Authority is an independent district supported by a share of ad valorem taxes and governed by its own board which is elected at-large. Coordination exists at two levels. The Authority is required to submit its operational and management plans annually for approval to the Florida Department of Etymology (Health and Rehabilitative Services), the Department of Natural Resources, and the U.S. Department of Interior.

At the local level, coordination is carried on with the County Public Works and Code Enforcement Departments. Equipment sharing forms the basis of the Authority's relationship with Public Works, while maintenance of private property is the foremost mosquito control related concern of the Office of Code Enforcement.

Coordination between the Authority and state and federal entities, and between the Authority and the County Department of Public Works is excellent. However, the Authority has expressed a need for better coordination with the Department of Code Enforcement, particularly regarding existing requirements of private property owners to maintain their property within standards used to control mosquito reproduction. Policies relating to the Authority are: 202.11.1, 202.11.3, 207.10.4, and 207.11.2.

B. The Department of Environmental Management

Formerly known as the Municipal Service District, Environmental Management provides solid waste collection and disposal services to the County. Its director is approved by the Board of County Commissioners and overseen by the County Administrator. Financing is provided strictly through user fees.

Numerous coordination mechanisms enable Environmental Management to complete its mission. They are currently implementing interlocal agreements with the Cities of Key Colony Beach and Layton concerning disposal and recycling of solid waste. An agreement on recycling also exists with the City of Key West, and amendments to strengthen its provisions are currently being discussed.

Environmental Management is also required to follow all state laws concerning solid waste disposal and placement, and coordinates extensively with the Department of Environmental Protection (DEP) in that regard (see Solid Waste Element). Within the County government, Environmental Management coordinates mainly with the Building Department to improve billing procedures.

Environmental Management believes good coordination exists between most entities with which they interact. One area in need of improvement is coordination with the Building Department. Issuance of Certificates of Occupancies to property owners before receipt of payment for District services is a

current coordination problem. Concerns regarding illegal dumping and DEP levied fines against the County remain to be resolved, but preliminary efforts are underway. Solving long-range problems will require extensive coordination. (see "Needs and Opportunities of Intergovernmental Coordination")

C. District School Board of Monroe

School Board members and the school superintendent are elected at large. Approximately 90 percent of the Board's funds come from the County and the remainder from State and Federal sources. These funds are used to maintain all public school facilities within the County.

Coordination on the use, location, and maintenance of these facilities is extensive, largely through the use of interlocal agreements and informal arrangements with the County Public Works, Planning, and Building Departments. Summer recreation programs require coordination with the County Clerk, and instructional help is coordinated with the Sheriff's Department. Joint use facility agreements have become and will continue to be a critical part of the County government's responsibility to provide active recreation opportunities to its citizens.

Current interlocal agreements are well utilized and thus provide extensive opportunities for cooperation. Some facilities could be better incorporated into the County's needs for recreation and open space (see Recreation and Open Space Element). However, coordination between the County's Growth Management Division and the School Board concerning land use decisions, data sharing, and long-range capital improvement plans could be improved. Currently, coordination on these issues is limited to a case-by-case basis. Policies relating to School Board coordination include: 101.12.3, 104.5.1, 1201.2.1, and 1201.8.1.

D. Monroe County Division of Public Safety

The Division provides programs and services for public safety in the County, excluding law enforcement related activities. Numerous interlocal agreements exist with the State and local municipalities in order to provide these services.

Concerns have been expressed over the duplication of efforts that currently exists, but overall coordination appears to be adequate.

E. Monroe County Airport Service

Airport Services, a part of the Community Services Division of Monroe County government, administers county-owned airports in Marathon and Key West. The Director is approved by the Board of County Commissioners, and oversees each airport through a combination of local, state, and federal funding. That funding is supported almost exclusively through user taxes. Numerous written agreements exist to administer funding through day-to-day operations, physical improvements, and provision of safety requirements.

Airport Services coordinates with the County on all land use decisions, and has faced some obstacles in its improvement programs. Coordination with the State and Federal governments is good. In the future, more coordination may be required with the City of Key West.

F. Monroe County Department of Code Enforcement

The County Department of Code Enforcement has the responsibility to ensure compliance with and enforcement of all county codes. With its limited staff, the Department accomplishes its mission through coordination of information regarding actual violations and through coordination of enforcement actions.

The coordination of information and of subsequent need of enforcement actions are poor. The Department requires improved coordination with the Sheriff's and Building Departments in order to better accomplish their respective missions. (see "Needs and Opportunities of Intergovernmental Coordination")

G. Monroe County Sheriff's Department

The Sheriff's Department is managed by an elected official (the County Sheriff) and its budget is approved by the Board of County Commissioners; however, the Sheriff can appeal the budget to the Governor and Cabinet. The Department coordinates with various levels of Monroe County government and the State Attorney to accomplish its law enforcement tasks. An interlocal agreement currently exists regarding enforcement of existing laws against camping in U.S. 1 right-of-way. Emergency Management also coordinates extensively with the Sheriff's Department.

The Department's current level of coordination appears to be good. Policy 101.7.7 deals with coordination regarding redevelopment efforts.

H. Monroe County Library Services

Library Services administers the County library system. The Board of County Commissioners appoints the Library Advisory Board to oversee this task.

Coordination with the County government is limited due to the nature of its task. Library Services does coordinate with the State Library Department through the interlibrary library loan program and financial grants. One policy, 104.5.1, refers specifically to coordination with the libraries..

I. Monroe County Office of Social Services

The Office of Social Services oversees the health and welfare needs of the needy and disadvantaged citizens of Monroe County. Coordination is accomplished through disbursement of local, State, and Federal benefits, as well as membership on commissions such as the Interagency Council and the

Monroe County AIDS Consortium. Contact with other health and service providers, such as the Veteran's Administration, is also helpful.

Coordination with State, Federal, and local entities is effective. While Social Services is not extensively linked with County Government, the level of coordination between the two appears to be adequate.

J. Monroe County Division of Growth Management

Growth Management encompasses planning and development review, parks and recreation, building, and environmental resources. This broad range of land use-related activities requires extensive contact and coordination with other departments and other government agencies.

Current coordination is adequate to poor. The Environmental Resources and Planning Departments have been unable to adequately address development review and/or resolve numerous related coordination issues. (see "Needs and Opportunities for Intergovernmental Coordination")

K. Monroe County Division of Public Works

Within the Division of Public Works are several departments. The Engineering Department works with FDOT, SFWMD, DEP, and utility companies when planning, designing, constructing, and inspecting projects. The Public Facilities Maintenance Department maintains and repairs all the County owned buildings, parks, and beaches. The coordination is done primarily with other County departments and utility companies on an as-needed basis. The Road Department is responsible for maintaining and improving county roads, rights-of-way, bike paths, and installation of signs and signals. Their coordination is with the utility companies, Planning Department, and FDOT. The Central Services Department is responsible for vehicle maintenance and/or repairs, painting, etc., and consequently work with a variety of departments and offices. The Card Sound Toll Facility is also under Public Works, but is addressed separately in this element. Numerous interlocal agreements exist in order to accomplish these tasks.

Coordination with entities outside of the County is good, with agreements to maintain beaches for the U.S. Navy and Key Deer Boulevard right-of-way for the Key Deer Refuge as examples. Within County government, Central Services would like to see better purchasing procedures and improved departmental planning of maintenance and repair of vehicles.

L. Monroe County Emergency Management

Emergency Management is required to plan and implement all peacetime emergency preparedness plans. Coordination with the Federal Emergency Management Agency (FEMA) and the National Weather Service is also extensive. Coordination with the U.S. Military is currently being developed.

The current level of effectiveness appears to be good, although a true evaluation is difficult. Emergency Management has expressed concern on the lack of an interlocal agreements with the Public Works Division regarding hurricane mitigation, preparedness, and response. Agreements defining tasks for various law enforcement agencies are also needed. Additionally, there is a need for each department to annually prepare and submit their hurricane response plans subject to Emergency Management approval. For detailed information, refer to the "Natural Disaster Planning" section of the Coastal Management Element.

M. Card Sound Bridge & Road Authority

The Authority is part of the County Public Works Department, but derives all its revenue from tolls collected at the Card Sound Bridge. The Authority maintains the bridge and its approaches, and also operates under state legislation allowing its tolls to be waived under emergency circumstances. It coordinates with Monroe County Emergency Management, Public Works, Planning, and E.M.S. Services; as well as the Florida Highway Patrol and the Florida Department of Transportation.

Current coordination is poor, especially regarding procedures to waive tolls on the bridge. During emergencies, lines of communication required to close the 18-mile stretch of U.S. 1 and subsequently waive tolls at the bridge are not effective. Further coordination is also required in order to expedite planned improvements to the highway roadbed.

N. Monroe County Land Authority

The Land Authority was created under Chapter 380 of Florida Statutes. Funding has been provided by the County, the Department of Community Affairs, and through special taxes within the County. The Authority acquires land within Monroe County rendered largely undevelopable by the 1986 County Comprehensive Plan, and land which may be utilized for the public good. The Authority has interlocal agreements and/or contracts with the County, the Department of Community Affairs, the Department of Natural Resources, and the City of Key West. The Board of County Commissioners sits as the Authority's directors; however, the Authority's actions are also addressed by its own advisory committee.

Overall, coordination is adequate between the State, County, and Authority. But, because of the Authority's array of funding sources and overall usefulness to the County, its coordination capabilities should be formally upgraded. (see "Needs and Opportunities for Intergovernmental Coordination"). Several policies call for coordination between County staff and the Land Authority. They include: 101.6.1, 101.6.2, 204.4.1, 205.5.1, 206.4.1, and 601.1.6.

O. Monroe County Division of Management Services

The Division is in charge of budgeting and financial planning for the County. Also encompassed by Management Services are grants, information systems, and personnel. All County departments annually submit budgets to management services for review.

Current coordination appears to be good.

P. City of Key Colony Beach

The City of Key Colony Beach is a municipality of approximately 1,325 permanent residents situated entirely within Monroe County. It coordinates with the County on land use, impact fees, recreation, recycling, gas tax distribution, emergency planning, bike paths, facilities use, and solid waste collection and disposal.

Current levels of coordination can be improved, as existing interlocal agreements need to be updated and additional agreements approved. Of concern to the City is the County's maintenance of the Sadowski Causeway. The following policies relate to the Cities of Key Colony Beach and/or Layton: 101.2.5, 101.2.11, 216.1.2, 216.1.5, 301.6.2, 801.1.4, 801.6.1, 1201.2.1, and 1201.8.2.

Q. City of Layton

The City of Layton is a municipality of approximately 122 permanent residents located entirely within the boundaries of Monroe County. It coordinates with the County on land use, impact fees, gas tax distribution, EMS services and equipment storage, and recycling.

Current coordination is good, but existing interlocal agreements could be updated and expanded. The City has also expressed a desire to coordinate maintenance requirements for U.S. 1 right-of-way within its limits. The following policies relate to the Cities of Key Colony Beach and/or Layton: 101.2.5, 101.2.11, 216.1.2, 216.1.5, 301.6.2, 801.1.4, 801.6.1, 1201.2.1, and 1201.8.2.

R. City of Key West

The City of Key West is a municipality of approximately 28,500 permanent residents within the boundaries of Monroe County. It coordinates with the County on a broad range of issues, including land use, service delivery systems, infrastructure needs, solid waste, public and environmental health services, airport operation, emergency management, and recreation and open space.

At present, coordination is inadequate. The potential for better coordination, possibly through more interlocal agreements, is extensive. (see "Needs and Opportunities for Intergovernmental Coordination") The following policies address Key West/County coordination: 101.2.5, 101.2.11, 101.7.2, 104.5.1, 216.1.2, 216.1.5, 301.6.2, 401.3.1, 502.4.2, 801.3.4, 801.6.1, 1201.2.1, and 1201.8.2.

S. Monroe County Housing Authority

The Housing Authority administers State and Federal Housing Assistance Programs. Within unincorporated Monroe County, the Authority administers the rental rehabilitation program and Section 8 housing assistance, and is proposing public housing.

Current coordination with Monroe County is excellent. Related policies include: 101.7.7, 601.1.3, 601.1.4, 601.1.7, 601.1.9, 601.2.2, 601.3.3, and 601.4.3.

T. Metro Dade Planning Department

Dade County is adjacent to Monroe.

Current coordination is minimal due to geographical separation. Hurricane preparedness issues are coordinated through Emergency Management. Future areas of coordination include land use planning (particularly adjacent to Card Sound), aquifer recharge protection, and consolidation of public services such as solid waste management and disposal. These policies refer to coordination with Dade County: 101.10.2, 202.16.1, 203.4.1, 216.3.1, 216.3.2, 701.4.1, 701.4.2, and 1001.4.1.

U. Collier County Planning Services

Collier County is adjacent to Monroe. An interlocal agreement between the two counties currently exists, with provisions for Collier County to provide maintenance to the 16.4-mile "Loop Road" through Big Cypress National Preserve.

Coordination is limited due to geographical separation. These policies refer to coordination with Collier County: 202.16.1, 203.4.1, and 1001.4.1.

14.2.2 Independent Authorities and Entities

A. Florida Keys Aqueduct Authority (FKAA)

The FKAA provides potable water to all residents of Monroe County. It coordinates with the County mostly in conjunction with building permits, although an interlocal agreement with the Planning Department and City Electric has been effected to develop a geographic information system. Informal agreements also exist with County Public Works. If centralized sewer systems are required in the future, the FKAA holds a legislative mandate to install and operate such systems in the Keys.

Coordination is effective with the Division of Public Works. However, confusion does arise over the FKAA's water service provision requirements. Future coordination regarding water consumption permits, the SFWMD, and possible centralized sewer systems will be required. (see Potable Water and Sewer Elements) Many policies address coordination with FKAA, including: 101.12.2, 101.17.3, 102.8.6, 103.1.6, 103.2.5, 207.6.5, 207.7.6, 207.8.13, 207.10.8, 207.12.7, 217.1.3, 701.1.2, 701.1.4, 701.2.1, 701.3.1, 701.3.2, 701.3.3, 701.4.2, 701.5.1, 701.6.1, 701.6.2, 701.7.1, 701.8.1, 701.8.2, 701.9.1, 701.9.2, 701.9.3, 701.9.4, 701.10.1, 701.10.2, 701.10.3, 701.10.5, 701.10.6, 901.4.1, 901.4.11, and 901.5.5.

B. Key West Port and Transit Authority (PATA)

The Authority is responsible for maintaining certain transport hubs within Key West, including all bus transport. Current coordination is with County Social Services, and is limited to transporting disadvantaged persons within the County. These County services (provided in Plantation Key, Marathon, and Key West) are under the Authority in order to take advantage of funding under Florida

Statutes. This funding is provided by the State and Federal governments, and County involvement is largely limited to informal maintenance agreements.

Coordination is currently adequate to good. However, interlocal agreements have existed in the past, and may be required if funding arrangements change. See the following policies: 401.3.1, and 502.4.2.

C. Key West City Electric Service (CES)

The City Electric Service generates and purchases electricity to sell to the residents of Key West and Monroe County west and south of the Seven-Mile Bridge. The utility is owned by the City of Key West and maintains all equipment required to accomplish its service provisions. CES coordinates with the County Public Works Division regarding placement of facilities within County road right-of-way, and with the Building Department on the electrical requirements of building permits.

Current coordination is good, however CES's notification procedure regarding facilities work in County rights-of-way should be formalized. In addition, a utilities coordination group currently exists within the City of Key West, and broadening its scope to include County involvement could be beneficial to all parties. These policies refer to coordination with electric service providers: 101.12.2, 101.17.3, and 102.8.6.

D. Florida Keys Electric Cooperative (FKEC)

The electric cooperative purchases electricity from Florida Power & Light and sells it to residents of Monroe County residing east and north of the Seven-Mile Bridge. It maintains all equipment required to accomplish this task. FKEC coordinates with the Building Department regarding electrical requirements of building permits, and with County Public Works only when their facilities affect road maintenance.

Coordination is currently adequate but, similar to CES, FKEC's coordination with the Public Works Department is limited to an as-needed status. The Cooperative has also expressed a desire to establish periodic meetings with the County and other service providers, similar in nature to the utilities coordination group within the City of Key West. These policies refer to electric service providers: 101.12.2, 101.17.3, and 102.8.6.

E. Bell South

Bell South provides phone service to the Florida Keys.

Coordination is currently adequate. These policies refer to coordination with phone service providers: 101.12.2, 101.17.3, and 102.8.6.

14.2.3 State Agencies

A. Florida Dept. of Health & Rehabilitative Services (HRS)

HRS maintains four offices within Monroe County in order to effectuate its inspection, investigation, and permitting procedures, which cover a broad range of health-related issues. They coordinate with the County Sheriff's, Code Enforcement, and Building departments, as well as the Development Review Committee (DRC). Enforcement is coordinated through state and local law enforcement groups, with the aid of the "Environmental Task Force Team."

Coordination is good with law enforcement groups, but improvement is needed with the County's Building and Code Enforcement Offices (particularly concerning Certificate of Occupancies, Occupational Licenses, and on-site sewage disposal systems), the State Department of Environmental Resources, and the Florida Keys Aqueduct Authority. (see "Needs and Opportunities for Intergovernmental Coordination") The following policies address HRS/County coordination: 102.5.7, 202.12.1, 202.12.2, 701.9.5, 901.2.1, 901.2.3, 901.4.2, 901.5.10, and 1101.2.2.

B. Florida Department of Environmental Regulation (DER)

The DER has a broad legislative mandate covering pollution control. This involves using its rules and regulations to implement civil and criminal enforcement and to ensure consistency with state rules covering wetlands, dredge and fill operations, air quality, surface water discharge, and waste disposal. While the Department's law enforcement needs are coordinated with the Environmental Task Force, other concerns are coordinated with the County and other State agencies during monthly meetings and other informal contacts.

Current coordination of law enforcement needs are mixed, with excellent criminal enforcement needs accomplished through the Environmental Task Force. Civil cases, such as cease and desist orders, require more time and coordination with the State Attorney's Office.

Wetland and dredge and fill permitting, among other concerns, could be better coordinated. Informal monthly meetings with other State agencies appear to suffer from agendas which are too broad. Better coordination and more established standards for testing laboratories hired by Monroe County, the EPA, the DER, DNR, or HRS are also recommended. (see "Needs and Opportunities of Intergovernmental Coordination - DCA, DER, DNR" and the Coastal Management Element) The policies addressing DEP/County coordination include: 101.9.4, 102.5.7, 201.1.1, 202.1.1, 202.1.2, 202.1.4, 202.6.1, 202.6.2, 202.10.2, 202.12.1, 202.14.1, 202.14.1, 202.15.1, 202.16.1, 203.1.2, 203.2.4, 203.3.1, 206.5.4, 203.6.1, 204.3.2, 204.3.3, 204.4.2, 205.1.6, 208.2.6, 208.4.1, 210.1.1, 210.1.3, 212.5.10, 212.6.5, 801.3.3, 801.6.2, 901.2.1, 901.2.4, 901.4.5, 901.5.1, 901.5.13, 1001.3.1, and 1001.3.2.

C. Florida Department of Natural Resources (DNR)

The DNR manages state lands and assists in managing marine sanctuaries within Monroe County.

Current coordination with the County is adequate but limited in scope. The Department's jurisdiction is limited, and coordinates mainly with other state agencies. (see "Needs and Opportunities of Intergovernmental Coordination") Coordination is addressed in these policies: 104.5.1, 203.5.4, 203.5.5, 203.5.6, 203.6.1, 203.6.3, 204.3.2, 204.3.3, 204.4.2, 205.1.6, 205.5.2, 206.1.2, 206.4.2, 207.2.1, 207.6.1, 207.9.1, 207.9.2, 207.13.2, 208.2.6, 208.4.1, 210.1.1, 210.1.3, 212.2.1, and 1201.803.

**D. Florida Department of State
Office of the State Attorney**

The State Attorney's office prosecutes all criminal cases which occur in Monroe County. They coordinate closely with judicial offices, law enforcement agencies, and the Monroe County Clerk of Court. Much of this is accomplished through the Criminal Justice Information System (CJIS) Committee, created in the County to specifically coordinate the criminal justice system.

The CJIS Committee has proven to be very effective, but coordination work could be improved through centralized funding or budgeting. Other issues tend to be resolved effectively through informal agreements.

**E. Florida Department of State
Division of Historical Resources/
Historic Florida Keys Preservation Board**

The Preservation Board/Division of Historical Resources identifies and helps to preserve historic sites in Monroe County. They currently coordinate with the County Public Works Division regarding the County's lease of the Armory Building, and with informal contacts, which usually involve sharing of information and/or documentation.

The Board would like to see improvement in the County's maintenance of the Armory Building, and hopes to further coordination with the County Planning Department. Otherwise, current coordination is limited by the County funding available. These policies refer to coordination with the State Division of Historic Resources and/or the Historic Florida Keys Preservation Board: 104.1.4, 104.3.3, and 104.5.1.

F. Florida Department of Transportation (FDOT)

The FDOT coordinates with the County regarding planning, design, construction, maintenance, improvement, access management, and traffic control along U.S. 1. FDOT also reviews development and environmental impacts as they relate to U.S. 1. They also provide technical assistance on transport programs involving public transit, aviation, and bicycle paths, among others. Joint participation and interlocal agreements exist regarding many of the items previously mentioned. Permits to operate bicycle paths are also coordinated with FDOT.

Coordination is adequate, although presently a conflict exists regarding the interpretation of LOS assessments on U.S. 1. FDOT representation is unfortunately not evident on the County's Development Review Committee, and adequate lines of communication regarding access management are not always maintained. Moreover, the potential for better coordination is extensive due to the role of U.S. 1 in the County. (see "Needs and Opportunities of Intergovernmental Coordination") These policies refer to coordination with FDOT: 101.2.7, 101.2.8, 103.1.11, 103.1.12, 202.10.2, 216.1.10, 216.1.13, 216.1.16, 301.2.1, 301.2.5, 301.2.6 301.6.1, 301.7.1, 301.8.1, 401.3.1, 501.5.1, 502.4.1, and 502.7.2.

G. Florida Game and Freshwater Fish Commission

The Game and Freshwater Fish Commission has regulatory control over activities relating to hunting game and fishing, as well as the taking of individual, endangered animals and their nests. As such, the Commission provides comments to all permitting agencies within the County. It also provides consulting to local governments and technical assistance to the public. The Commission accomplishes its coordination largely within the development process, and through its management of monthly interagency meetings.

Because the Commission's comments are limited to public hearings and similar devices, its coordination effectiveness is restricted; but, given the extent of its legislated powers, appears to be adequate at this time. Increased personal contact between the County and Commission's local representative can greatly improve coordination. Several policies refer to coordination with the Commission: 103.2.13, 204.1.2, 204.1.3, 204.1.4, 204.1.5, 204.3.2, 204.3.3, 204.4.2, 205.1.6, 207.2.1, 207.9.3, 207.4.1, 207.5.3, 207.6.1, 207.6.2, 207.6.5, 207.7.4, 207.7.12, 207.7.11, 207.7.16, 207.7.17, 207.9.1, and 207.9.2, 207.8.13, 207.9.1, 207.9.2, 207.9.3, 207.9.6, 207.10.1, 207.10.8, 207.11.1, 207.11.2, 207.11.3, 207.12.1, 207.12.4, 207.12.7, 207.12.8, 207.13.2

H. Florida Department of Community Affairs (DCA) Bureau of State Resource Planning

Since the County is designated an area of critical state concern, the DCA has an extensive role within the County's borders that includes direct involvement in development review, planning assistance, solid waste, the Land Authority, housing, and emergency preparedness. This work is accomplished through approval of building permits, participation in the County's Development Review Committee, technical assistance and monitoring, in addition to the review and oversight of all changes to the County's Comprehensive Plan and land development regulations.

The DCA's role in the County is extensive, but that role should be streamlined and better defined to improve coordination effectiveness. The current DCA-Monroe County relationship is confrontational at times, which indicates poor coordination. The result is neglect of long-term goals toward which the County and DCA should be striving. (see "Needs and Opportunities of Intergovernmental Coordination") These policies refer specifically to coordination with DCA: 101.2.9, 212.2.3, 216.1.2, and 216.3.1.

I. Florida Cooperative Extension Service and Florida Sea Grant

The University of Florida Cooperative Extension Service (ES), which includes Florida Sea Grant, provides informal educational programs for the citizens and businesses of Monroe County. In Monroe County, the ES is a joint state/county program. The ES provides a direct link between the local communities and the State University System. The goal is to identify community needs that can be met through research or education. The ES assists individuals and businesses to help them improve their standard of living or business productivity. The ES also educates the public on various natural resource issues such as: boating safety, fishery management, environmental protection, water quality, hurricane preparedness, recycling, and xeriscape landscaping. In addition, the ES has materials and limited programs in youth education and family services (nutrition, finances, aging, and lifestyle alternatives).

In delivering these programs the ES coordinates with other County departments such as Marine Resources on marine issues, Environmental Resources and Building Departments on landscaping issues, Recycling and Environmental Management Departments on recycling, solid waste, and composting issues, Social Services on family related issues, and Emergency Management on hurricane preparedness.

The ES also coordinates the implementation of the Florida DNR's Boating Improvement Fund and Derelict Vessel Program, and receives annual grants to remove derelict vessels from the waters surrounding Monroe County. The Boating Improvement Fund is a trust fund supported by boaters' registration fees. This money is available to the County for building and improving boat ramps, installing channel markers and mooring buoys, and removing derelict vessels on an emergency basis. The Extension Service Director also serves as the County Administrator's liaison to the Marine and Port Advisory Committee, which meets quarterly to review various marine related issues and to make recommendations to the BOCC.

14.2.4 Regional Agencies

A. South Florida Water Management District

The District coordinates within the County through its appropriation of water to the FCAA, review of selected drainage plans, and provision of funds through the Surface Water and Improvement Management (SWIM) and Save Our Rivers programs. SFWMD has also effectively developed and sought adoption of a stormwater management ordinance for Monroe County.

Representatives from the County's Planning Department and County Commission also participate as members of the Lower East Coast and Dade/Florida Keys Water Supply Plans Advisory Committees in order to comment on the formulation of SFWMD's water supply plans. The Growth Management Division monitors proposed changes to SFWMD plans, policies and regulations, and provides comments.

Coordination is limited but adequate at present. However, future coordination will be extensive due to SFWMD land acquisition programs, oversight of the county drainage ordinance, and heightened awareness of the District role as water quality manager. Coordination with SFWMD is referred to in

these policies: 101.9.4, 101.17.3, 102.9.4, 102.9.5, 102.9.6, 202.1.1, 202.1.2, 202.1.4, 202.10.2, 202.16.1, 202.16.2, 203.4.1, 204.1.4, 205.1.6, 207.13.2, 701.3.1, 701.3.3, 701.3.4, 701.4.1, 701.4.2, 701.9.1, 701.9.3, 901.4.5, 1001.1.7, 1001.3.1, 1001.3.2, 1001.4.2, and 1101.2.3.

B. South Florida Regional Planning Council (SFRPC)

The Regional Planning Council approves and oversees all comprehensive plans and developments of regional impact. Comprehensive plans are evaluated based on their consistency with the Council's Regional Policy Plan. The Council also offers conflict mediation services and promotes the completion of interlocal or other agreements between governmental bodies in South Florida.

Coordination is currently adequate but limited due to the Council's advisory role. These policies address coordination with SFRPC: 202.16.1, 216.1.2, 216.3.1, 101.2.11, 216.1.5, 301.6.2, and 1001.4.2

14.2.5 Federal Agencies

A. U.S. Army Corps of Engineers (ACOE)

The Corps of Engineers are authorized by the Environmental Protection Agency (EPA) to regulate dredge and fill permits in the Keys, based on Section 404 of the Clean Water Act. The Corps does not currently coordinate with the County regarding these permits and the resultant impacts on wetlands.

Coordination is extremely poor between the Corps and Monroe County because the County issues permits for the filling of wetlands without notifying the Corps or the applicants of their need to seek approval from the Corps. This fact, combined with the County's similar lack of coordination with State wetland requirements, results in delays in permitting, the unnecessary destruction of wetlands, and the granting of numerous "after-the-fact" permits. (see next item on the EPA, and "Needs and Opportunities of Intergovernmental Coordination - DCA") These policies refer to coordination with the ACOE: 202.14.1, 202.15.1, 203.6.1, 204.1.4, 204.3.2, 204.3.3, 204.402, 205.1.6, 210.1.1, 212.5.10, and 212.6.5.

B. Environmental Protection Agency (EPA) - Region IV

The EPA rules and regulations are implemented by the Army Corps of Engineers. Although the EPA does not coordinate directly with the County, it is planning major enforcement initiatives and mapping of wetlands through its Advanced Wetland Identification Program.

The effectiveness of EPA's current lack of coordination with Monroe County is discussed under the section above (ACOE). Future coordination could be extensive. Coordination with EPA is referred to in these policies: 102.5.6, 202.1.1, 202.1.2, 202.1.4, 202.11.1, 202.11.2, 202.16.1, 203.2.4, 203.3.1, 204.1.4, 204.1.5, 204.3.2, 204.3.3, 204.4.2, 205.1.6, 210.1.1, 210.1.3, 901.4.5, 901.5.1, and 1001.3.2.

C. Federal Emergency Management Agency (FEMA)

FEMA coordinates with Emergency Management and the Growth Management Division of Monroe County on emergency preparedness planning and flood plain management. Flood plain management coordination required County approval of a Flood Damage Prevention Ordinance in order to qualify for the National Flood Insurance Program. Consequently, compliance with flood plain management criteria is monitored by FEMA, particularly concerning land use designations in mobile home parks.

Current coordination is excellent, and will be maintained in order to comply with FEMA's criteria in the revised land development regulations.

**D. U.S. Department of Agriculture
Soil Conservation Service (SCS)**

The Soil Conservation Service currently provides soil mapping services in the County.

Coordination is limited but adequate. These policies refer to County/SCS coordination: 202.10.1 and 202.10.2.

**E. National Oceanic & Atmospheric Administration
(NOAA)
National Weather Service
Florida Keys National Marine Sanctuary (FKNMS)**

NOAA coordinates with the County through the County's Department of Marine Resources, which was newly created in the 1992 fiscal year. NOAA conducts research and provides funding within the County. They manage the Key Largo and Looe Key Marine Sanctuaries with the DNR, as well as provide weather forecasting services. In addition, NOAA has an agreement with the Florida Marine Patrol to enforce marine fisheries laws within Florida waters, and manages fisheries beyond those waters but within 200 miles of the coast.

Coordination is extensive at present. Recent federal legislation has designated the entire Florida Keys as a national marine sanctuary, with initial implementation requiring the development of a management plan for offshore waters. Coordination between the County and NOAA will be especially important in addressing issues of water quality. The County's proposed Master Plans for sanitary sewer and stormwater provide an opportunity to coordinate closely with the FKNMS plans and research efforts. The following policies address these coordination issues: 102.5.6, 102.7.1, 104.5.1, 202.1.1, 202.1.2, 202.1.4, 202.1.5, 202.4.3, 202.11.1, 202.11.2, 203.2.5, 203.2.6, 203.3.1, 203.3.2, 203.3.3, 203.5.4, 203.5.5, 1023.5.6, 203.6.2, 203.6.3, 210.1.3, 216.1.6, 901.4.5, 901.5.1, and 1001.3.2.

F. National Hurricane Center

The Center coordinates with Emergency Management and aids county emergency preparedness by providing watches and warnings through its hurricane tracking service. Representation at hearings and information sharing provide other aspects of coordination.

Coordination is good, but fortunately has not been fully tested recently.

**G. U.S. Department of Interior
Everglades National Park, and
Big Cypress National Preserve**

Everglades National Park coordinates with the Monroe County Sheriff's Department regarding some of its law enforcement needs. The Park also has concerns with development and its impacts on water quality in Florida Bay.

Big Cypress National Preserve coordinates with the County Building Department on verification of building permits occasionally issued to County residents owning land within the preserve. Maintenance of the County's "Loop Road," which travels through the Preserve, is the subject of an interlocal agreement with the County.

The Department of Interior, Fish and Wildlife Service has an interlocal agreement with Monroe County regarding maintenance of the right-of-way of Key Deer Boulevard. They maintain the Key Deer Refuge as part of the Endangered Species Act of 1973.

Coordination is currently good. Big Cypress has expressed interest in pursuing clarification of the actual right-of-way of the Loop Road, mainly to avoid future complications. The operations of the Key Deer Refuge have a large impact on land use on Big Pine Key, and may be of concern in the future.

H. U.S. Navy

An interlocal agreement with the County currently exists regarding maintenance and public use of Boca Chica Beach, and some discussion has been held on landfill siting.

Current coordination is adequate, but can be improved with regard to hurricane preparedness, housing, and other facilities planning. These policies address coordination with the Navy: 101.4.14, 501.5.4, 501.5.5, and 1201.8.4.

I. U.S. Coast Guard

The Coast Guard coordinates with the Florida Marine Patrol on law enforcement issues, and with the County regarding hurricane response requirements.

Coordination is currently adequate, but procedures on hurricane response should be formalized. Coordination could also be expanded concerning live-aboards. One policy addresses coordination with the Coast Guard: 216.1.13.

14.3 Needs and Opportunities of Intergovernmental Coordination

14.3.1 Coordination with Other Plan Elements

A. Future Land Use

Projections of land use activity dictate the need for support services such as schools and infrastructure. By basing its forecasts on the needs of the projected population, the Future Land Use Element coordinates with almost all remaining elements. Specific opportunities for coordination include:

- 1) Public facility siting;
- 2) Capital improvements;
- 3) Water quality;
- 4) Natural resource preservation;
- 5) Traffic circulation;
- 6) Affordable housing;
- 7) Development review/Growth Management
- 8) Redevelopment

Policies within the Future Land Use Element that address these needs and related areas of coordination include: 101.2.2, 101.2.5, 101.3.2, 101.4.14, 101.5.6, 101.6.2, 101.6.3, 101.7.2, 101.12.2, 101.12.3, 101.17.3, 102.4.1, and 103.2.13.

B. Housing

Housing needs must be coordinated with the future land use element, the Monroe County Housing Authority, and the Land Authority. Areas designated as residential must accommodate requirements for additional units within all income levels. Additionally, infrastructure needs must also be coordinated with capital improvements. Land use is also directly related to land development regulations, which should clearly define areas in which affordable housing is to occur, and allow different types of affordable housing to be built.

Policies within the Housing and Future Land Use Elements that address these needs include: 101.7.2, 101.7.7, 601.1.3, 601.1.4, 601.1.6, 601.1.7, 601.1.9, 601.2.2, 601.3.3, and 601.4.3.

C. Sanitary Sewer

Sanitary sewers, as stated within the Sewer Element, must be closely coordinated with future land use element in order to install any proposed treatment systems as well as to gain an understanding of the sewer element's relation to water quality and existing or proposed densities. Inspection and/or regulation of existing sewer systems is addressed within this section of the Intergovernmental Coordination Element under "State Agencies." The Sewer Elements relation to water quality and the FKAA is noted within the Sewer and Coastal Management and Conservation Elements. Also with the Sanitary Sewer Element is a proposed centralized sewer treatment system which will impact the

Capital Improvements Element. Coordination with regard to interagency studies and interagency cost sharing is also needed.

Policies within the Sanitary Sewer Element that address these needs include: 901.2.1, 901.2.3, 901.2.4, 901.4.1, 901.4.2, 901.4.5, 901.4.11, 901.5.1, 901.5.5, 901.5.10, 901.5.13.

D. Potable Water

In addition to the discussion within the Potable Water Element, the opportunities for coordination on potable water needs are identified within the Capital Improvement and Coastal Management and Conservation Elements, particularly as they relate to the FKAA. The SFWMD and Dade County are crucial to concerns related to the FKAA wellfield in South Dade County, and consequently intergovernmental coordination plays a role. The public safety fire flow requirements also offer opportunities for coordination.

Policies that address potable water needs are spread throughout the plan. They include: 101.10.1, 101.10.2, 101.12.2, 101.17.3, 102.8.6, 103.1.6, 103.2.5, 207.6.5, 207.7.6, 207.8.13, 207.10.8, 207.12.7, 217.1.3, 701.1.2, 701.1.4, 701.2.1, 701.3.1, 701.3.2, 701.3.3, 701.3.4, 701.4.1, 701.4.2, 701.5.1, 701.6.1, 701.7.1, 701.8.1, 701.8.2, 701.9.1, 701.9.5, 701.10.1, 901.5.5, and 1101.3.2.

E. Natural Groundwater Aquifer Recharge

Aquifer recharge affects other planning elements on three levels. The first level concerns drainage, conservation, and future land use, as well as their impacts on freshwater lenses (direct aquifer recharge areas) in the Keys. The U.S. Fish and Wildlife Service is also a coordinating entity at this level. At a second coordination level, SFWMD, Dade County, and FKAA must reach agreements on how wellfields in Dade County can be best protected. At the third level, the County needs to coordinate with HRS concerning closure and abandonment of existing wells.

Policies within the Natural Groundwater Aquifer Recharge Element that address these needs include: 1101.2.2 and 1101.2.3.

F. Coastal Management and Conservation

Because growth affects all of unincorporated Monroe County's resources, the Coastal Management and Conservation Element must be closely coordinated with every other element. All Federal, State, and local agencies charged with resource management and protection must be extensively coordinated with this element. General issues which should be addressed through a coordinated effort, and policies addressing them include: 102.8.6, 102.9.3, 102.9.4, 102.9.5, 102.9.6, 103.1.4, 103.2.8, 103.2.9, 103.2.13, and 103.4.3.

Specific issues to be addressed are discussed in the following policies:

- 1) Water quality: 102.5.6, 102.5.7, 201.1.1, 201.1.2, 201.1.4, 202.1.5, 202.4.3, 202.6.1, 202.6.2, 202.10.1, 202.10.2, 202.11.1, 202.11.2, 202.12.1, 202.12.2, 202.14.1, 202.15.1, 202.16.1, and 202.16.2.

- 2) Marine Resources: 203.1.2, 203.2.4, 203.2.5, 203.2.6, 203.3.1, 203.3.2, 203.3.3, 203.4.1, 203.5.4, 203.5.5, 203.5.6, 203.5.9, 203.6.1, 203.6.2, and 203.6.3.
- 3) Hurricane preparedness and response: 101.2.9, 101.2.11, 216.1.2, 216.1.5, 216.1.6, 216.1.7, 216.1.10, 216.1.13, 216.1.16, 216.3.1, 216.3.2, 217.1.3, and 217.2.1.
- 4) Wetlands: 204.1.2, 204.1.3, 204.1.4, 204.1.5, 204.2.7, 204.3.2, 204.3.3, 204.4.1, 204.4.2
- 5) Uplands: 205.1.6, 205.3.3, 205.3.4, 205.5.1, and 205.5.2
- 6) Shorelines: 212.2.1, 212.2.3, 212.5.10, 212.6.5
- 7) Beach/Berm: 206.1.2, 206.4.1 and 206.4.2.
- 8) Soil and Mineral Resources: 208.2.6 and 208.4.1
- 9) Public land restoration: 210.1.1, 210.1.6 and 210.1.9.
- 10) Wildlife: 103.1.13, 207.2.1, 207.4.1, 207.5.3, 207.6.1, 207.6.5, 207.7.4, 207.7.11, 207.7.12, 207.7.16, 207.7.17, 207.8.13, 207.9.1, 207.9.2, 207.9.3, 207.9.6, 207.10.1, 207.10.8, 207.11.1, 207.11.2, 207.11.3, 207.12.1, 207.12.4, 207.12.7, 207.12.8, and 207.13.2.
- 11) Hurricane Preparedness and Response: 101.2.9, 101.2.11, 216.1.2, 216.1.5, 216.1.6, 216.1.7, 216.1.10, 216.1.13, 216.1.16, 216.3.1, 216.3.2, 217.1.3, and 217.2.1.

G. Drainage

Drainage coordination needs involve the Aquifer Recharge and Coastal Management and Conservation Elements regarding water quality impacts on Florida Bay and the coral reef. Counties that affect the waters around Monroe County through their land use policies, SFWMD, and DER will also need to be involved. Because a stormwater drainage ordinance will likely be implemented by the County before 1991, additional coordination will be required with the Capital Improvements Element. Interagency studies and cost sharing will also be required.

Policies that address these needs include 101.9.4, 1001.1.7, 1001.3.1, 1001.3.2, 1001.4.1, and 1001.4.2

H. Recreation and Open Space

Recreation and open space must be closely coordinated with the Future Land Use Element, along with school siting and government agency plans. In addition, special habitats and species require different types of parks such as "natural area" parks, in addition to coordination with the Coastal Management and Conservation Element. Acquisition of lands for parks must also be coordinated with the interests of SFWMD, SFRPC, and the State Division of Historical Resources.

Policies that address these needs include: 102.4.1, 1201.2.1, 1201.8.1, 1201.8.2, 1201.8.3, 1201.8.4, 1201.8.5, and 1201.8.6.

I. Capital Improvements

The Capital Improvements Element coordinates with the Recreation and Open Space, Sanitary Sewer, Drainage, Traffic Circulation, and Solid Waste Elements due to its role as a plan for capital expenditures. The creation of capital facilities specified within each of those elements is based on the need for maintenance or improvement of level of service standards. Each proposed facility must be expressed as a cost within the Capital Improvements Element, and these costs assessed against existing and forecasted revenues. In essence, level of service standards and the Capital Improvements Element combine to serve as a definition of the "carrying capacity" of Monroe County.

For this reason every proposed additional capital facility must be financially feasible. Beyond coordinating with these elements, the Capital Improvements Element must coordinate with the county government capable of raising revenues to meet the demands of growth outlined in this comprehensive plan. There is a critical need for this element to coordinate and integrate grants and other funding from Federal, State, local, and private providers of services. The element will outline how existing deficiencies will be corrected and future growth accommodated, especially within the context of the County's designation as an area of critical state concern.

Policies that address these coordination needs are presented in other elements.

J. Traffic Circulation

Traffic circulation needs have to be coordinated largely with the Future Land Use Element, as the siting of any development which generates or reduces traffic is crucial to the traffic circulation plan. Recreation and open space will impact roadway landscaping plans, and conservation goals will affect plans to expand roadways or replace them following hurricanes. Additional issues require extensive coordination with FDOT (see section below, "State Agencies").

Policies within the Traffic Circulation Element that address these needs and other related areas of coordination include: 101.2.7, 101.2.8, 103.1.11, 103.1.12, 301.2.1, 301.2.5, 301.2.6, 301.6.1, 301.6.2, 301.7.1, and 301.8.1

K. Solid Waste

Solid waste disposal planning is coordinated with the Capital Improvements Element. Additionally, coordination with municipalities within the County, Dade and Broward Counties, DER, DCA, and SFRPC is required due to the County's extremely limited ability to properly dispose of its solid waste within its own boundaries. Ongoing, related needs such recycling programs, composting, incineration, and hazardous waste disposal also need to be coordinated within the County and with State agencies. Regional facilities for waste disposal will only be available to the County after it utilizes all options to dispose of the largest possible share of its waste stream.

Policies within the Solid Waste Element that address these needs include: 101.12.2, 801.1.4, 801.3.3, 801.3.4, 801.5.2, 801.5.6, 801.6.1, and 801.6.2.

14.3.2 Coordination with Local Governments and Plans

A. Cities of Key Colony Beach and Layton

The Cities of Key Colony Beach and Layton currently coordinate with Monroe County via informal contacts and several interlocal agreements. Both municipalities have expressed a desire for further coordination.

Key Colony Beach would like to have the causeway connecting their island city to U.S. 1 formally deeded from the County to their control; however, problems remain regarding required structural improvements, and thus the County has not officially approved an existing written agreement. Other needs and opportunities between Key Colony Beach and Monroe County include solid waste and water quality, each of which is close to being resolved.

The City of Layton has expressed a desire to identify level of service designations for the area of U.S. 1 which passes through the city. Of possible future county concern is the fifty (50) acres of vacant land within the City of Layton and adjacent to U.S. 1. That property's development impact is addressed through the policies noted.

B. City of Key West

The City of Key West and Monroe County have had disagreements regarding solid waste, EMS, traffic, development impacts in general, law enforcement, recreation space, and even airport management. Additional concerns include Stock Island land use and facilities planning. Despite this, informal contacts and the desire for coordination are strong. Currently, numerous interlocal agreements exist, ranging from casket lift sharing to tourist impact fees (see "Selected List of Interlocal Agreements").

In the future, coordination will be unavoidable, particularly regarding needs for solid waste disposal. Traffic generation issues are also of great consequence.

14.3.3 Coordination with Regional Agencies

A. South Florida Water Management District (SFWMD)

Monroe County is unique among SFWMD-regulated counties in that it is served by one major utility, obtains its water supply from wells within another county's boundaries, and has an historical tradition and land use pattern that promotes water conservation. Although the County has made efforts to provide input in SFWMD decisions wherever possible, no citizen from Monroe County currently sits on the SFWMD Governing Board. In addition, the County's low water consumption levels and unique water supply characteristics and needs have not been adequately taken into consideration by SFWMD in its planning, policy and regulatory decisions. The County will seek equal representation on the

SFWMD Governing Board, and shall continue to review and comment on proposed SFWMD plans, policies and regulations to ensure consideration of Monroe County concerns.

Monroe County, the South Florida Water Management District and the Florida Keys Aqueduct Authority shall continue to coordinate efforts to resolve these additional issues: the monitoring and revision of potable water levels of service standards; the coordination of potable water demand and supply with the Cities of Key West, Key Colony Beach and Layton; the formulation of water consumption projections; and the implementation and monitoring of SFWMD-required water conservation programs.

B. Regional Plan for South Florida

Growth and development proposed in the comprehensive plans of Monroe County municipalities have been compared with the Regional Plan for South Florida. The policies noted in this section will address any need for additional planning coordination. Additional comparisons with Regional Plan policies can be found in the "Regional and State Plan Consistency" matrices at the end of this element.

Several regional issues represent needs and opportunities for Monroe County. The proposed growth and development within the municipalities of Monroe County is of concern, especially as they affect the hurricane evacuation clearance time. With Dade County, coordination has consisted largely of hurricane response; however, future concerns such as Card Sound management plans and solid waste should be resolved.

14.3.4 Coordination with State Agencies

DER, DNR, HRS, FDOT, and DCA all have significant roles within Monroe County. These roles and their effectiveness are initially described in the "Inventory of Government Related Entities." Additional Monroe County-DCA coordination needs and opportunities are addressed in the next section, "Designation as an Area of Critical State Concern." Additional needs and opportunities for HRS, DER, DNR, and FDOT coordination with Monroe County are discussed immediately below.

A. Florida Department of Health and Rehabilitative Services (HRS)

The role of HRS in Monroe County presents one significant need or opportunity. HRS in Monroe County has not effectively implemented its legislated mandate to inspect and regulate septic tanks and cesspits, also known as on-site disposal systems (OSDS). As noted in the Sanitary Sewer Element of this comprehensive plan, Section 381.272(12) F.S. and Chapter 10D-6 F.A.C. stipulated HRS inspection and restriction of the use of OSDS in South Florida and the Keys, as well as monitoring and reporting requirements. In light of the impacts of OSDS on the natural resources of Monroe County, which are noted in the Sanitary Sewer and Coastal Management and Conservation Elements, the need for coordination between the County and HRS is extensive, particularly concerning platted lot information, land use density requirements, and water quality monitoring.

B. Florida Department of Environmental Regulation (DER)

The major need for coordination between Monroe County and the DER relates to water quality concerns. Various water quality study conclusions are disputed based on data collection and processing methodology questions. Acceptable methodologies must be agreed upon, and comprehensive long-term monitoring must be implemented, so that the appropriate actions can be taken in response to the conclusions reached. DER is the logical agency to address this coordination need based on Section 17-3, F.A.C., which also designated the County's waters as Outstanding Florida Waters. Furthermore, the coordination should include the National Park Service, HRS, and nonprofit organizations.

These concerns are discussed in more detail in the section on water within the Coastal Management and Conservation Element, and to a limited extent within the Drainage and Sewer Elements. Policies within those and other elements addressing general water quality needs include:

C. Florida Department of Natural Resources (DNR)

Because activities in State waters are regulated under the DNR's Division of Marine Resources and Chapter 370, F.S., future coordination is possible on several topics. One proposal by the DNR is an identification of "green line" areas around state parks. These would identify areas of concern adjacent or nearby state parks, and possibly require special evaluation of development impacts within the line or area. A second possibility is the expansion of the marine sanctuary program, which DNR currently co-manages with NOAA. In relation to this, restrictions of sportsfishing and additional fisheries protection (as regulated by NOAA) will affect the role of the DNR in Monroe County.

D. Florida Department of Transportation

Due to the position of U.S. Highway 1, the FDOT has a central role, literally and figuratively, in Monroe County. As noted in the Traffic Circulation Element of this plan, a large majority of the highway is defined as "constrained," meaning physical or policy reasons limit the ease with which road improvements can be implemented. In addition, recent methodologies used by the County to assess level of service have been ruled unacceptable by FDOT. This ruling has impacted building permit issuance in several sections of the Keys. The need to resolve this issue is obvious, and possible solutions include Regional Planning Council mediation or FDOT/Board of County Commissioner policy adaptations (see next section, "Designation as an Area of Critical State Concern").

The need for greater coordination at present may be obvious, but future coordination requirements will exceed current needs. This will be due to the implementation of FDOT's Access Management Program (Chapter 335, F.S.), which will require local planning coordination with FDOT of current and future access to U.S. 1 from commercial and residential sites. Current coordination on access management is extremely limited, largely because of FDOT's recent decision to move all local permitting decisions to their Miami permitting office. However, steps are being made to improve the situation. County Planning Staff and FDOT are currently arranging greater face-to-face contact and more efficient correspondence in order to avoid conflicts in their respective access permitting procedures.

In addition, Monroe County requires extensive improvements to U.S. 1 to accommodate existing and future development, while the FDOT faces severe funding restrictions at the state level. Therefore, the

major coordination priority of Monroe County should involve consolidated efforts to integrate State and local plans for U.S. 1 within the County in order to effectively address deficiencies and accommodate future demands.

14.3.5 Designation as an Area of Critical State Concern

In 1972, the State of Florida concluded that the natural resources and public investment in the Florida Keys were of such national, regional, and local importance as to require significant steps be taken to preserve and enhance them. Section 380.0552, F.S. thus established the Florida Keys (Monroe County) as an "area of critical state concern." This designation requires Monroe County to comply with the rules of Chapters 380 and 163, F.S., and to coordinate compliance through the assigned state land planning agency, the Department of Community Affairs (DCA). Within Chapter 380, F.S., DCA was granted power to review and overrule zoning and growth management decisions within Monroe County.

In Monroe County, DCA's application of the principles and rules of Chapter 380, F.S. has in practice not been effective. As noted in the introduction of this element, the reasons are partly historic and partly a natural response to changing roles regarding land use and control. For the most part, the causes of conflict lie within State and local government and their interpretations of the statutes. Therefore, improved implementation of the statute within administrative codes may help.

Intergovernmental coordination policy consistency with the principles for guiding development listed in Chapters 380 and 163, F.S. is shown in the consistency matrices of the element. Planning coordination with the requirements of these statutes and related administrative codes is analyzed in the previous and following sections, with suggestions for improving existing conditions.

A. Florida Department of Community Affairs (DCA)

Significant needs and opportunities exist for DCA to help Monroe County effectively address the source of many of the conflicts which have arisen since DCA assumed its role as the state land planning agency within Monroe County. These include coordinated interpretations and/or revised applications of Chapter 380's provisions, implementation of currently neglected sections of that statute, and a demonstrated awareness by individual representatives of DCA and Monroe County that an adversarial approach is counterproductive to long-term concerns of the State and the County.

Coordinated interpretations of Chapter 380, using a more generally cooperative approach from Monroe County and DCA at the administrative level, are needed to avoid conflicts which are currently developing. Examples of current discord include: 1) differing opinions on interpretations of the code; 2) DCA's reluctance to take a proactive stance with regard to land use issues, rather than expending time and money in a reactive manner, 3) the protracted approval process for new County ordinances or amendments to the existing comprehensive plan and land development regulations.

Chapter 380's provisions for DCA review and approval of zoning and growth management decisions are in need of reform in order to resolve several current coordination needs. At present, DCA review procedures of land development regulation amendments and building permits are inefficient because final DCA approval power is not localized. Additionally, these procedures often represent needless duplication of Monroe County Planning services, and are conducted without due consideration of the

local constituency's desire for efficient public service. Three possible options for resolving this need are:

- 1) Expedite the approval process of land development regulation amendments, as a combined effort of DCA and Monroe County's Division of Growth Management;
- 2) Predetermined recognition and concurrence by DCA of County administrative interpretations of land development regulations, preferably through an interlocal agreement or appropriate participation in the preparation of the forthcoming revised land development regulations; or,
- 3) Within the context of the County's designation as an area of critical state concern, revise Chapter 380, F.S. to preclude DCA oversight of Monroe County's land development regulations.

Statute interpretation and intergovernmental coordination needs may also be addressed through the newly reformed Resource Planning and Management Committee. This Governor-appointed, forty-plus member committee represents a cross-section of elected officials and government employees from the Keys, including affected state agencies. The Committee hopes to resolve various concerns associated with the area of critical state concern designation.

An example of a need for additional implementation of Chapter 380 is found in Section 380.051 - "Coordinated Agency Review." In addition to requiring the state land planning agency to organize a coordinated agency development review procedure before 1987, subsection (2)(c) states:

State and regional agencies shall enter into intergovernmental agreements with state and local governments in the Florida Keys area of critical state concern to coordinate their permit review, including delegation of review authority to local governments, where applicable, to ensure that state and regional agency decisions are reached in coordination with local government decision on the local government order.

Section 380.051 has not yet been implemented by DCA and offers an excellent opportunity to relieve a large number of coordination conflicts relating to development review in Monroe County (see "Other Needs - Growth Management Division").

Policies in the Intergovernmental Coordination Element that will address implementation of Section 380.051, the need for coordinated interpretations, and the related sources of conflict include 1.1.3, 1.1.6, 1.1.7, 1.1.8, 1.2.1, 1.3.3, 2.1.2, and 2.1.3.

14.3.6 Other Needs

The following miscellaneous needs and opportunities were briefly addressed in the "Inventory of Government Related Activities." More detailed discussion follows.

A. Monroe County Department of Environmental Management

The Municipal Service District coordinates extensively with local and state entities in order to collect and dispose of waste in a safe and efficient manner. Based on consent orders and large fines received by the District from DER, there is a dire need for further coordination (see Solid Waste Element). Recent plans to dispose of waste outside of Monroe County offer still greater opportunities for coordination. Policies identified in the previous section's discussion on the Solid Waste Element address these needs.

B. Monroe County Division of Growth Management

Needs and opportunities for coordination with the Growth Management Division are diverse. Most opportunities are closely related to designation as an area of critical state concern and the corresponding impact of DCA review powers over land use planning activities in the County. The Division has been responsible for implementing the comprehensive plan and land development regulations of 1986, which were completed pursuant to Chapter 380, F.S. Other coordination needs exist within the Growth Management Division, where closer contact between the Environmental Resources, Planning, and Building Departments could alleviate confusion.

As noted in the section of this element addressing the area of critical state concern designation, the provisions of Chapter 380 are less than clear. The comprehensive plan and land development regulations that emerged from Chapter 380 face a similar problem. This lack of clarity has resulted in a development review and approval procedure subject to numerous delays and appeals based upon different interpretations of the regulations by County and DCA planners, biologists, developers, and attorneys.

Fortunately, the best opportunity to resolve these and other coordination needs is the new comprehensive plan and land development regulations, as per Chapter 163, F.S. and 9J-5, F.A.C., of which this Intergovernmental Coordination Element is a part. Also, future geographic consolidation of Growth Management and development review offices is expected to aid coordination. And finally, the process of amending the comprehensive plan and land development regulations, as per Chapter 380, can be improved through the increased efforts of the Growth Management Division.

C. Monroe County Land Authority

As outlined under Section 380.0666, F.S., the Land Authority's powers offer extensive opportunities for Monroe County to meet requirements for affordable housing, natural resource protection, and effective land use planning, among other items. Subsections 2) and 3) of this section note some of the powers granted to the Authority:

- 2) To undertake and carry out studies and analyses of county land planning needs within areas of critical state concern and ways of meeting those needs.
- 3) To acquire and dispose of real and personal property or any interest therein when such acquisition is necessary or appropriate to protect the natural environment, provide public access or public recreational facilities, preserve wildlife habitat areas, provide affordable housing to low-income or moderate income persons, as defined in

s. 420.011 F.S., or provide access to management of acquired lands; to acquire interests in and by means of land exchanges; and to enter into all alternatives to the acquisition of fee interests in land, including, but not limited to, the acquisition of easements, development rights, life estates, leases, and leaseback arrangements. However the land authority shall make such acquisition only if:

- a) Such acquisition is consistent with land development regulations and local comprehensive plans adopted and approved pursuant to this chapter;
- b) The property acquired is within an area designated as an area of critical state concern at the time of acquisition; and
- c) The property acquired has not, with 1 year of and at the time of acquisition, been selected for purchase through another local, regional, state, or federal public land acquisition program.

Currently, the potential of the Land Authority has not been realized. Increased coordination between the Growth Management Division and the Authority is needed, particularly for input to County Commission and Land Authority Advisory Board decisions. The Authority also has numerous connections to state office holders because of its state legislated powers. Additional coordination opportunities may exist through expanded efforts to obtain state funding, possibly by increasing the County's lobbying activities in Tallahassee.

D. Monroe County Department of Code Enforcement

In order to increase its effectiveness, the Department of Code Enforcement is in need of greater coordination with the Division of Growth Management, Municipal Service District, and HRS, among others. However, almost all of the needs and opportunities of Code Enforcement can be met within the revised land development regulations required by Chapter 163, F.S., increased staff size, and the implementation and updating of existing codes.

E. Geographic Information Systems

An existing interagency agreement between Monroe County, CES, FCAA, and the Monroe County Property Appraiser is being used to set up a geographic information system (GIS). The agreement offers an outstanding opportunity to establish an effective and accessible land use database for the County which will provide for consolidation and efficiency of operations. Each participant is currently adding information to the system that is particular to their needs, and future consolidation of their data is expected. However, this important agreement expires in the Fall of 1990, and progress towards completion will require an extension its provisions.

Bibliography

Almost all of the information presented in this element has been collected through personal contacts by phone and in person with representatives of the various entities mentioned herein. The following guides have also been referenced:

Apoxsee, The Comprehensive Plan of Sarasota County, Sarasota County Planning Department, 1989.

Comprehensive Plan, City of North Port, North Port City Planning and Zoning Department, 1989.

Comprehensive Land Use Plan, City of Sanibel, Florida, Sanibel City Planning, 1989.

Florida, Department of Community Affairs, "Intergovernmental Coordination, Model Element," 1990.

The Lee Plan, Support Documentation, Lee County Division of Planning, 1989.

Monroe, a County of Islands and its Government, League of Women Voters, 1989.

Table 14.1
Selected List of Interlocal Agreements
(as of 1990)

Entity in Agreement With	Reason/Nature of Agreement	Date Effective	Date Expire
City Electric System	Lease of County land for office and county animal shelter	9/1/88	8/31/08
Collier County	Maintenance of 16 mile "loop" road	11/22/89	ongoing
District School Board of Monroe	Deed of Conveyance of land to County	6/6/86	
District School Board of Monroe	Lease of land to Mosquito Control Commission	ongoing	
District School Board of Monroe	Erection of radio antennae at each school	3/18/82	ongoing
District School Board of Monroe	Joint purchase of foodstuffs	7/9/79	7/9/80
District School Board of Monroe	Designation of shelters at Glynn Archer & Plantation Elementary	5/24/85	ongoing
District School Board of Monroe	Use of microfilm equipment by Circuit Court Clerk	2/22/82	ongoing
District School Board of Monroe	Lease of Space at Truman Elementary	1/10/83	ongoing
District School Board of Monroe	Installation/repair of recreation facilities at Key Largo, Tavernier , and Coral Shores schools	9/27/77	ongoing
District School Board of Monroe	Purchase of recreational equipment at Key Largo Elementary	2/27/79	ongoing
District School Board of Monroe	Summer youth recreational programs	6/10/75	ongoing
District School Board of Monroe	Construction of bath-room facilities at room facilities at Switlik School	4/10/79	ongoing
District School Board of Monroe	Lease of room in Harris school	8/24/87	ongoing
District School Board of Monroe	Lease of frozen food storage area	2/16/87	9/30/88
District School Board of Monroe	Summer recreation services	yearly renewal	
District School Board of Monroe	Facilities use by senior citizen nutrition program	yearly renewal	
Duck Key Property Owners Assoc., Inc.	Clear property of debris & obnoxious materials	3/23/84	ongoing
E.M.S. Coordination Council of South Florida	Develop & implement E.M.S. services system	11/6/80	9/30/81
Florida Dept. of Agriculture, Div. of Forestry	Equipment sharing for fire control	2/13/87	ongoing
Florida Dept. of Agriculture,	Fire control and protection of forest and wild	4/1/80	ongoing

Entity in Agreement With	Reason/Nature of Agreement	Date Effective	Date Expire
Div. of Forestry	lands		
Division of Forestry & City of Layton	City use of fire protection apparatus	6/19/85	ongoing
Florida Dept. of State, Division of Archives	West Martello tower restoration	11/22/89	ongoing
Dept. of Community Affairs	Emergency Mgmt. planning assistance funds	10/1/88	9/30/89
Dept. of Community Affairs	Radiological emergency response plan funds	10/1/89	9/30/90
Dept. of Community Affairs	Maintenance of emergency radio communications system	10/17/86	6/30/91
Dept. of Community Affairs	Provision of equipment for emergency broadcast systems	10/17/86	6/30/91
Dept. of Community Affairs	"Memorandum of Understanding" on development review	6/21/88	Termination of ACSC
Dept. of Community Affairs	"Adequate Facilities Settlement Agreement" for concurrency mgmt. plan for Monroe County	6/6/89	ongoing
Dept. of Community Affairs	Planning assistance funding	6/21/88	6/21/90
Dept. of Community Affairs	Block Grant agreement, Grace Jones day care	4/4/89	ongoing
Dept. of Environmental Regulation	Consent order to close Key Largo landfill	11/13/89	ongoing
Dept. of Environmental Regulation	Consent order to close Long Key landfill	6/20/89	ongoing
Dept. of Health & Rehabilitative Services	Services of County Public Health Unit	10/1/89	9/30/90
Dept. of Natural Resources	Big Pine Key Recreation Area	8/1/89	2/1/91
Dept. of Natural Resources	Lease of Lower Matecumbe beach for park	10/18/89	10/18/3
Dept. of Natural Resources	Various boating improvement projects	ongoing	
Division of Historical Resources & Key West Art Historical Society &	Key West Lighthouse preservation & restoration	ongoing	
Dept. of Transportation	Provision of funds for Comprehensive Plan	6/29/89	ongoing
Dept. of Transportation	Key West & Marathon airport improvements various agreements	4/1/88	ongoing
Dept. of Transportation	Key West & Marathon airports, stormwater runoff studies	6/27/89	6/30/92
Dept. of Transportation	Marathon airport, Regional Impact Study	6/27/89	6/30/92
Dept. of Transportation	Cross Big Pine Arterial Access Road	6/12/87	6/12/88
Florida Keys Aqueduct Authority (FKAA)	Sharing of land use mapping services	2/3/87	3/30/87
FKAA, City Electric, & County Property Appraiser	Computer based mapping system, cost & resource sharing	11/17/87	ongoing
City of Key Colony Beach	Impact fee assessment and holding of fees in trust	6/27/88	ongoing
City of Key Colony Beach	Integration of impact fee ordinance & future policy changes	7/27/87	ongoing

Entity in Agreement With	Reason/Nature of Agreement	Date Effective	Date Expire
City of Key Colony Beach	Solid waste mgmt.	10/11/89	9/30/94
City of Key Colony Beach	Recycling Agreement	10/11/89	9/30/94
City of Key Colony Beach	Integration of emergency planning & future policy changes	12/16/86	ongoing
City of Key Colony Beach	Road & bike path planning & design	6/27/84	ongoing
City of Key Colony Beach	County use of KCB City Hall	11/1/85	ongoing
City of Key Colony Beach	Distribution of gas tax proceeds - various agreements	8/22/86	ongoing
City of Key West	Distribution of gas tax proceeds	1986	ongoing
City of Key West	Recycling agreement	1/20/89	ongoing
City of Key West	Sharing of casket lift	11/22/88	11/22/93
City of Key West	Historic preservation of cemetery	7/7/88	ongoing
City of Key West	Provision of school crossing guards	7/19/88	9/30/89
City of Key West	Summer lunch program	6/6/89	8/18/89
City of Key West	Senior citizens nutrition program	7/1/89	12/31/90
City of Key West	Provision of funds for swimming pool	7/19/88	9/30/89
City of Key West	Tourist impact tax for Land Authority funds	10/17/86	ongoing
City of Key West	Animal shelter lease agreement	2/7/86	99 yrs.
City of Key West	Equipment sharing	5/2/87	ongoing
City of Key West	Land Authority land acquisition plan within City	3/1/88	ongoing
City of Key West	Provision of fire protection to parts of county	6/20/66	ongoing
City of Key West	Provision of fire protection to airport	5/19/81	ongoing
City of Key West	Rehabilitation of Truman Annex	8/26/80	ongoing
Key West Housing Authority	Animal Control	9/21/84	ongoing
City of Layton	Use of Municipal Service District chipper	10/19/86	ongoing
City of Layton	Distribution of gas tax proceeds	8/22/85	ongoing
City of Layton	Housing of County owned rescue vehicles	2/19/90	ongoing
City of Layton	Reimbursement of volunteer firemen	10/1/88	ongoing
City of Layton	Recycling agreement	10/11/89	9/30/94
Monroe County Land Authority	Provision of office space & services	9/15/87	ongoing
Monroe County Land Authority	Transfer of powers from Authority to Municipal Service District	11/13/87	ongoing
Municipal Services District	Provision of land for TV transfer towers	1/21/83	ongoing
South Florida Cultural Consortium	Creation of consortium with Broward, Palm Beach, & Dade Counties	1/1/85	11/31/85
U.S. Dept. of Interior	Dept. clearing & planting along Key Deer Blvd	3/28/90	9/30/90
U.S. Dept. of Interior	Loop Road repair, Big Cypress Preserve	4/4/86	until complete
U.S. Navy	County maintenance of Boca Chica Beach	10/1/89	9/30/90